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City of Vancouver
Planning Department
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INTRODUCTION

The Planning Department helps Council manage growth and change in the city. Although the emphasis is on land use and built form, we also consider how a wide range of social, economic, physical, and environmental issues affect the livability of the city. This report summarizes planning achievements in 1988 and provides an overview of the Planning Department's 1989 work program. Department objectives are attached as Appendix A.

By-laws and Budget

The Department is responsible for administering the Zoning and Development By-law, Official Development Plans, Subdivision, and Parking By-laws. Within the city, the Department administers the provincial Heritage Conservation, Land Title, and Condominium Acts and delivers the federal Residential Rehabilitation Assistance Program (RRAP).

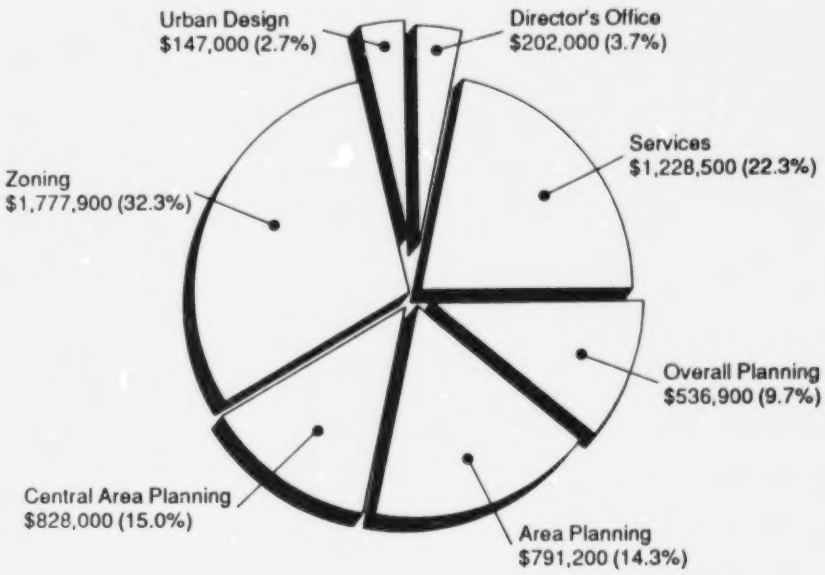
The Department's 1989 budget is $5.5 million, about one percent of City expenditures. A Director, four Associate Directors, and an Administrator manage the total staff of 118 which includes 17 temporary positions. If the four permanent and five temporary staff who deliver the RRAP program are included, the Department has:

	PERMANENT	TEMPORARY	TOTAL
Planners	36	5	41
Technical	34	7	41
Support	31	5	36
TOTAL	**101**	**17**	**118**

Temporary staff and consultants are retained as required. In 1988, Council approved ten temporary positions needed to handle the planning of False Creek and Coal Harbour plus the increase in rezoning, subdivision, and development permit applications.

The Department uses a detailed review of last year's program and budget along with the targets for the coming year to evaluate our performance. The detailed report is available from the Planning Department, a summary follows.

PLANNING DEPARTMENT 1989 BUDGET



1988 ACCOMPLISHMENTS

In 1988, the Department spent forty-seven percent of its budget developing and implementing plans. Last year saw the substantial completion (and in some areas implementation) of plans for the West End, Mount Pleasant, the SkyTrain Station Areas, and Southlands. Amendments to the Subdivision By-law and revisions of the Zoning By-law's single-family RS-1 Schedule to improve the "neighbourliness" of new houses responded to resident concerns over the form of redevelopment in the seventy percent of the city used for detached homes. We started or continued the planning for four large downtown residential, office, and retail communities: False Creek North; False Creek East; Coal Harbour; and Downtown South. Work was also done to update parts of the regional **Livable Region Plan** and the city-wide **Vancouver Plan** which continue to broadly guide development within the city.

Another forty-five percent of the Planning Department's budget was required to process development permit, rezoning, subdivision, and strata title applications. The RRAP program accounted for a further three percent of the budget. Both these activities are largely cost recovered. During 1988, the Department processed 1,884 permits and RRAP placed $2.2 million of federal funds to rehabilitate 480 units.

Finally, the Department spent about five percent of its budget maintaining basic information about the city and responding to inquiries from the public and other agencies.

A more detailed list of major products completed during 1988 is included as Appendix B.

1989 WORK PROGRAM

The Department's proposed 1989 work program is a combination of projects carried over from 1988 (about 80 percent) and work related to issues identified in the Mayor's inaugural address. Major jobs for 1989 are listed in Appendix C. We expect that the program will alter as the year progresses and Council introduces new initiatives. The program and department may also be reorganized after a new Director of Planning is appointed, following Ray Spaxman's resignation effective the end of February, 1989.

As with 1988, we anticipate that about half of the Department's 1989 resources will be spent processing applications, responding to inquiries, and delivering RRAP funds. As the economy improved we experienced a substantial increase in permit and rezoning applications. We expect this to continue in 1989. Since most applications are to redevelop sites, and many are for very complex proposals, we are finding that it takes more time to ensure new buildings fit sensitively into their surroundings.

The other half of the Department's budget will be required to bring several significant plans, already well underway in 1988, before Council in 1989. New initiatives are also proposed. These include:

City Plans

INDUSTRY

A review of industrial trends has been done and we will recommend industrial land policies.

HOUSING

Existing housing capacity is being evaluated and we will recommend approaches to increase capacity outside the downtown to meet the demand of Vancouver residents.

TRANSPORTATION

In conjunction with the City Engineer, we will report on an evaluation of alternate transportation improvements (including Grandview Cut) as a first step in considering transportation corridor policies.

Area Plans

CENTRAL AREA PLAN

We will complete a policy plan which highlights options for the future and provides a context for discussion and decisions. We will address two priority issues - retail and high density residential - and begin work on other priorities set by Council.

FALSE CREEK

Our work in the north and east parts of False Creek will respond to the rezoning proposal for International Village, begin area-specific plans for Pacific Place, and consider a development and rezoning proposal for the Station/ LaFarge site. We may also recommend a planning program for the southeast shore of False Creek.

COAL HARBOUR

We will seek public input on Marathon's proposals and frame policies leading to a new Official Development Plan and the first of several area-specific plans.

DOWNTOWN SOUTH

A new zoning schedule will be proposed for the creation of a high density residential community, subarea reviews will be done to round out this zoning, and a local area plan started to improve public safety, parks, amenities, and provide social housing.

WEST END

Public response to several zoning options, including downzoning, will be reported along with recommendations for new zoning schedules and design guidelines.

GASTOWN/CHINATOWN

A joint provincial-city study of Heritage Area District Schedules and management procedures will be completed.

Implementation of Area Plans

SKYTRAIN, MT. PLEASANT, SOUTHLANDS, AND HASTINGS-SUNRISE

Implementation of area plans will continue, with the possibility of changes to plans and resources as a result of new directions which may arise from projects such as the PNE consultant reports or the Cassiar Connector construction.

SECONDARY SUITES

An accelerated two-year review of suites in nine RS-1 areas is underway.

New Initiatives

We expect to start several new plans and to propose adjustments to the planning processes in order to increase efficiency and effectiveness.

CITY TRENDS

Information on employment, housing, and transportation prospects will be updated.

LOCAL AREA PLANNING

A new LAP area will be proposed.

URBAN DESIGN/ENVIRONMENT

Work will focus on: urban design guidelines and street arrangement for West Georgia, a final scheme to incorporate a new Education Centre at 5th and Cambie, assisting the views consultant and Steering Committee, and a program to preserve and manage trees and landscaping in RS-1 areas.

PROVISION OF PUBLIC AMENITIES

Council will receive a report on various ways to ensure new development meets public objectives and provides amenities to ameliorate the impacts of growth.

PUBLIC PARTICIPATION PROCESS

A report is forthcoming on planning processes to respond in an efficient and effective way to neighbourhood issues.

INFORMATION SYSTEMS

In conjunction with Computer Services, we will propose a plan for managing information systems.

1989 PROGRAM: POSSIBLE SHORTFALLS

In the course of reviewing the 1989 program, staff identified several jobs which do not have sufficient resources allocated for what may become important tasks:

Housing

As land values increase, maintaining housing choice is emerging as an important issue. Funds are sufficient to report ways to increase housing capacity but not for follow-up initiatives, such as public discussion of rezoning options.

Environment

Funds allocated to landscaping, urban design, view preservation, and improvements to the public realm are modest and do not reflect an increasing concern for maintaining livability. No resources are earmarked for a parks/housing strategy for Downtown South or to review amenity or heritage bonusing in the Downtown District.

Industry

Funds are sufficient to report a draft plan but not to implement new area land use policies.

Heritage

Council has requested a reporton the cost of a program to prepare heritage area and streetscape plans for existing character areas and to identify significant post-World War II heritage features. This would require funds not presently in our 1989 budget. In addition, no funds are available to change the Gastown/Chinatown zoning or develop new management procedures in response to the consultant study now underway.

Revise Area Plans

Areas experiencing significant redevelopment pressures or changing attitudes about their land use include Central Broadway (C-3A), the western part of the Golden Triangle, the western section of Coal Harbour, the areas south of and at the entrances to Granville Island, Granville Slopes, Southeast False Creek, arterial streets, Oakridge, some RM-3 apartment areas, Shaughnessy, some RT-4/RT-5 areas, and some RS-1 neighbourhoods. No resources are allocated to pursue the long-awaited parking and lane studies in the West End.

Guiding Development

As the city develops and resident needs change, district schedules and Official Development Plans require regular review and revision. Short reports will be done on several of these areas but no comprehensive reviews are scheduled.

Update and Rationalize Zoning and Development Processes and Charter Powers

As redevelopment occurs, it is increasingly difficult to sensitively fit new buildings into neighbourhoods using existing schedules. A review of the City's legislative authority and the way we regulate and guide development, especially outside the Central Area, is emerging as an important issue.

CONCLUSION

During the past year, the city has entered a new period of growth. Vacancy rates are declining in both office and residential buildings. The redevelopment of large areas in the downtown, a city-wide increase in construction, and changing social and economic patterns are placing heavy demands on the City to review and revise plans and processing procedures. The Planning Department is responding to these diverse pressures through the proposed 1989 work program.

APPENDIX A

The Planning Department

The work of the Planning Department is guided by four objectives:

To develop understanding of the City and its people;

To involve the public in planning the City;

To improve the quality of life in the City; and

To implement Council's planning policies in a sensitive, equitable, and efficient way.

The Department provides and contributes to the following City services:

- developing regional and city-wide policies on housing, commerce, industry, transportation, the environment, and heritage;
- developing and implementing policies for areas of the City;
- keeping data on Vancouver up-to-date and preparing land use, economic, and social forecasts;
- administering the Zoning and Development By-law, Official Development Plans, Subdivision, and Parking By-laws, and processing related permit applications;
- administering the Provincial Heritage Conservation, Land Title, and Condominium Acts;
- delivering the Federal Residential Rehabilitation Assistance Program; and
- providing information services to the public and staff support to a variety of local area planning committees and civic boards including the Vancouver City Planning Commission, Board of Variance, Urban Design Panel, Development Permit Board, Heritage Advisory Committee, Shaughnessy Advisory Design Panel, and Heritage Area Advisory Committees.

Staff are grouped into four planning divisions, one administrative division, and, as required, special groups:

OVERALL DIVISION

Develops city-wide plans, contributes to regional planning, prepares forecasts, keeps data on Vancouver up-to-date, manages the Heritage Program, and provides information services.

AREA DIVISION

Develops and implements plans for neighbourhoods outside the Central Area, provides day-to-day planning services, and administers the federal Residential Rehabilitation Assistance Program.

CENTRAL AREA DIVISION

Develops and implements plans for the downtown peninsula, False Creek, and Central Broadway, provides day-to-day planning services, and evaluates and advises on rezoning applications in the Central Area.

ZONING DIVISION

Administers and reviews Official Development Plans; the Zoning and Development, Parking, and Subdivision By-laws; the Land Title and Condominium Acts; and processes development permit and other applications.

SERVICES DIVISION

Provides administrative, clerical, and graphic support services to the department, maintains the operating budget, and monitors the work program.

THE URBAN DESIGN GROUP

Provides urban design advice to the Department.

APPENDIX B

1988 Policy Planning Work

About half of the Department's resources are required to process rezoning, subdivision, strata title, development permit and other applications and to respond to inquiries.

The other half of our work is the preparation and implementation plans. Policy planning work done in 1988 is noted below. Funds spent on a task are not necessarily the best indicator of the significance of the work to improving the livability of the city. In lieu of other indicators, they are used to provide an indication of the priorities of the Department during 1988.

****	Resources exceeded $100,000
***	Resources $50,000 - 100,000
**	Resources $40,000 - 50,000
*	Resources less than $40,000

City Plans

HERITAGE

In addition to assisting owners to rehabilitate heritage buildings, the results of two major studies, "Actions to Preserve Ten 'A' Buildings" and "Identification of Heritage Areas and Streetscapes", were reported. Council asked for follow-up actions to implement the recommendations of these reports. ****

INDUSTRIAL PLAN

A discussion paper on the nature, role, and future of industry in the city was completed. It will be discussed by Council in 1989. ***

TRANSPORTATION CORRIDORS

A joint Engineering-Planning-Finance study is underway to evaluate the Grandview Cut and other transportation improvements. Results of the study will be reported in 1989. **

VIEWS

Staff prepared several reports in response to concerns about views affected by development in the Central Area. Council decided to retain a consultant to do this work. *

WARDS

In conjunction with the City Clerk, the department provided staff support to the Electoral Boundaries Commission. *

Central Area Plans

CENTRAL AREA PLAN

The results of a program to generate issues and ideas about the future of the Central Area, which involved over 2,000 people, were published and reported to Council. A review of urban design assets in the Central Area was also completed and will be discussed by Council in 1989. ****

FALSE CREEK

Following a major public program, new development policies and guidelines were approved for the False Creek Basin. Negotiations lead toward a viable neighbourhood development plan for the "International Village" area near Chinatown. Zoning and

development approval for Science World, a schematic review of urban design and land use options for the southeast shore, an assessment of the Concord Pacific lagoons and parks pattern for the north shore, and a public process for the Pacific Place development were initiated. ****

DOWNTOWN SOUTH & GRANVILLE STREET

A comprehensive report proposing a new high-density neighbourhood was completed and discussed with the public. A new zoning will be proposed in 1989. ***

WEST END

A residential policy plan was presented to Council and discussed by the public. Additional work on the issue of downzoning west of Denman is underway. A consultant study on built form alternatives adjacent to Stanley Park on Georgia Street was initiated. ***

COAL HARBOUR

In response to Marathon Realty's request to rezone their Coal Harbour lands, a public process was developed and a discussion paper on issues in Coal Harbour completed for consideration by Council in 1989. *

Area Plans Outside the Core

SECONDARY SUITES

Resolving the issue of illegal suites in RS-1 single- family areas is one of the most difficult and controversial issues facing the city. During 1988 a new District Schedule, RS-1S, was implemented in the Joyce Area, the definition of "family" was updated, and suites for a family member or household support person were added as a permitted conditional use in RS-1 areas. A second area review was initiated in Riley Park. A program to review other areas emerged early in 1989 from the poll on secondary suites conducted with the November election. ****

MT. PLEASANT

Substantial progress was made on the implementation of the Mt. Pleasant Plan. Council approved almost all the rezonings recommended in the Plan. The remaining rezonings will be reported in 1989. Council also approved actions to revitalize the business area and retain the neighbourhood heritage character. ****

SKYTRAIN

Council approved 90 percent of the rezonings recommended in the three SkyTrain Station Area Plans. The remaining rezonings will be reported in 1989. Council continued to seek resolution of SkyTrain impacts by B.C. Transit. ****

SOUTHLANDS

The Southlands Plan was adopted early in 1988 and implementation is underway, including waterfront development and floodproofing. ***

RS-1

Significant changes to improve the neighbourliness of new houses were approved. These included a requirement for an open back garden and a decrease in site coverage and floor space permitted above a basement. *

SUBDIVISION

A new Schedule "A" of the Subdivision By-law was enacted, establishing seven parcel size standards for RS-1/RS-1S areas. This will help to ensure new subdivisions are in character with the surrounding area. *

APPENDIX C

Preliminary Allocation of Resources to Policy Planning Work 1989

The report notes the significant amount of the Department's resources which are spent processing rezoning, subdivision, strata title, development permits and other applications.

Proposed policy planning work is noted below. Items are grouped from regional, to city-wide, to area plans.

****	Resource s estimated to exceed $100,000
***	Resource s $50,000 - 100,000
**	Resources $40,000 - 50,000
*	Resources less than $40,000

Region

REGIONAL PLANS

The Planning Department represents the City on the Greater Vancouver Development Services Technical Advisory Committee. Two reports, an update of the **Livable Region Strategy** and **A Regional Economic Development Strategy**, are near completion and will be forwarded to the City for a response. A preliminary review of the reports suggests that considerable thought will need to be given to managing the balance between economic prosperity and maintaining a livable region. If Council wishes a comprehensive response to these reports an adjustment to our work program will be required. *

City Plans

UPDATE CITY TRENDS

Staff and consultants are revising population, transportation, and labor force projections. These will be reported to Council, with implications for the City. **

TRANSPORTATION CORRIDORS AND GRANDVIEW CUT

Transportation planning will take a broader regional perspective in 1989. The Province and Greater Vancouver are initiating a major transportation plan for the region. In the City, results of the Engineering-Planning-Finance analysis of Grandview Cut East Corridor transportation improvements will be reported to Council as a first step in developing a city-wide approach to transportation corridors. ***

HERITAGE INITIATIVES

The majority of heritage work centers on responding to inquiries about buildings on the Heritage Inventory and seeking ways to encourage owners to maintain heritage buildings. Council has asked for a work program to preserve valued buildings, landscaping, and neighbourhood character in identified heritage areas and streetscapes and in post-World War II neighbourhoods. A program will be reported. ***

INDUSTRIAL PLAN

A major report reviewing the city's industrial role and requirements for future industrial sites was completed in 1988. This will be reported to Council in 1989. In addition, staff have started a review of land uses within the trade area of mega stores. This work will be completed in 1990 when the new stores are open and the effect on neighbourhood shopping centres can be seen. The results should assist Council in deciding on future applications for mega stores. **

INCREASING HOUSING CAPACITY

Limits on the capacity to build new housing are contributing to an increase in house prices. A review of housing capacity and actions to increase capacity, outside the downtown, will be reported. **

VIEWS

The Department will provide technical backup for the views consultant and assist with implementation. *

Central Area Plans

CENTRAL AREA PLAN

Work on a set of policies will be completed; they will provide options for the future of the inner-city and a context for decisions about change in this area. Policy change in two areas of established priority, retail and high-density residential policy, will be addressed and work will start on other policy priorities set by Council. ***

FALSE CREEK

Plans for the north and east parts of False Creek will be prepared in 1989 including a response to the rezoning proposal for International Village, preparation of an Area Development Plan and a start on area-specific plans for Pacific Place, and a response to a development and rezoning proposal for the Station/LaFarge site for major new mixed-use communities. We may also have to report on an appropriate planning approach and resource needs for the southeast shore of False Creek. ****

COAL HARBOUR

A new Official Development Plan and the first of several area-specific plans will follow public input on Marathon's proposals and the framing of policies to guide development. ***

DOWNTOWN SOUTH

A new zoning schedule will be proposed for the creation of a high density residential community, subarea reviews will be completed to round out this zoning and a local area plan started to improve public safety, parks, amenities, and provide social housing. ***

WEST END

Public response to zoning options, including downzoning, will be reported with recommendations for either new zoning schedules and design guidelines or a program and budget to explore further changes in zoning. *

GASTOWN/CHINATOWN

A joint provincial-city study of Heritage Area District Schedules and management procedures will be completed. Follow-up work to develop new zoning schedules and management procedures will likely occur in 1990. **

Area Plans Outside the Core

SECONDARY SUITES

The department has embarked on an accelerated, two year, area-by-area review of suites in nine RS-1 areas. Council also adopted a program in areas which voted "NO" to suite reviews. ****

NEW LAP AREA

A planner and planning assistant should be available to start a new Local Area Planning Program in July. Council will receive a report outlining neighbourhood issues for selection of the new program. ****

SKYTRAIN-MT. PLEASANT

Implementation of area plans will continue with the rezoning of remaining areas around stations and other actions. ***

RT-4/RT-5 AND RM-3

Reviews of area schedules will be done. **

RS-1

A report will discuss ways to manage trees and landscaping in RS-1 areas. *

OAKRIDGE AREA

Following community discussion, we will recommend land use policy for the Oakridge area. This job could expand to consider a possible application for expansion of the shopping center. *

HASTINGS-SUNRISE

New proposals for the PNE and Cassiar Connector will be monitored and may require adjustments to the Hastings-Sunrise Plan. The Charles-Adanac lands, Port Roadway Connector Study, and Still Creek require further attention. *

Planning Processes

CITIZEN PARTICIPATION

We will report on the status of existing citizens' planning committees and on models of citizen participation in local area planning, with a view to learning from experience when identifying planning processes that respond more efficiently and effectively to neighbourhood issues. *

PROVISION OF PUBLIC AMENITIES

Various ways to ensure new development meets public objectives, provides amenities which ameliorate the impacts of growth, and contributes to the provision of affordable housing will be reported. *

INFORMATION SYSTEMS

One of the roles of the Planning Department is to maintain data bases to assist in identifying trends and to communicate these trends to Council and the public. As computer technology improves it is increasingly possible to maintain on-line information on applications, to manage information files in a more efficient way, and to use computer graphics to illustrate the impact of proposed developments on the city. In conjunction with Computer Services, the Department is preparing a comprehensive plan for managing information systems. *

Planning Department Staff Chart

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